1: Longrigg G-4, 5 (ca. 1915-1940) MH1 Iraq MH1

Governor had only a general power of co-ordination and discipline. These departments, directed from Istanbul, included the administration of justice: a field in which Turkish law had by 1900 developed far beyond its Shara' origins. The composite and ill-coded civil Majalla, a mass of *ad hoc* legislation, and a body of French commercial law had been adopted. The resulting codes were not only imperfectly drafted and full of anomalies, but too often quite unsuited to 'Iraqi needs. The Courts which administered them represented a comprehensive and not ill-considered system spoiled by the delays and abuses in its practical working, by its exclusive use of a foreign language, and by the underpaying of the judges. The privileged position of foreigners, protected by their outdated and resented Capitulations, was assured by special arrangements in both civil and criminal matters.

Abundant work for the Courts was provided by the department of Land Registry, or Tapu. It had been inaugurated in 'Iraq by Midhat Pasha as a land-settlement and stabilizing measure; but in unsurveyed agricultural lands, largely in immemorial tribal possession and far from conforming to the official view that 'unalienated State lands' were at Government's free disposal, the Tapu system could do little save create new disputes, bestow rights on parties powerless to exercise them, and destroy the best elements in the shaykh–tribesman relationship. The immense practical difficulties of land settlement in 'Iraq were unrealized, and the whole essential background of cadastral survey and social control was lacking.

In the field of medicine and quarantine the standard of Turkish doctors (rarely Turkish by race) was low, their assistants and inspectors were untrained, their equipment was inadequate. The medical services, accustomed to rely on mission hospitals and dispensaries, were scanty in the towns and non-existent outside. Educational services made a slightly better showing, though standards were everywhere below those of the foreign or foreign-inspired mission schools. Free primary schools, well organized on paper, existed at most towns, and secondary also at the larger. Industrial schools had been founded at Baghdad and Baṣra, and higher theological learning was available. The military educational system was distinct. The sons of civil notables and high officials went to Istanbul to complete their Turkish education, and a few sons of the greater shaykhs to the Tribal College. The teaching profession was ill reputed and unpopular, its methods primitive.

These do not conclude the list of the 'imperial' departments. The Public Debt administration, handling selected revenues on behalf of the European creditors of the Porte: the local offices of the Régie Co-intéressée who held the monopoly for the manufacture

1: Longrigg G-4, 5 (ca. 1915-1940) MH1 Iraq MH1

ment appointment. A School of Agriculture, founded hastily and inefficiently in 1928, was perforce discontinued for lack of pupils two years later—to be afterwards refounded. A Health Officials' school, in connexion with the College of Medicine, in 1932 replaced the existing Pharmaceutical School: a year later a Nursing school was inaugurated, to which a midwifery section was to be added in 1936. The training of rural teachers at the primary teachers' stage was discontinued; but its necessity, urged by the American mission which visited 'Iraq under Dr. Paul Monroe in 1932, was later to be recognized. The provisional plan of 1923 for higher teacher-training was also discontinued, for later amendment. Another American secondary school, this time a Jesuit enterprise, was founded in Baghdad in 1932, and accepted pupils of all faiths. Government secondary schools by 1930 numbered fifteen, primary nearly 300. The theological college of Al al-Bayt closed its doors in 1929. The Law School, 'Iraq's nearest approach to a university course, kept all its popularity and produced civil servants as well as advocates. Separate Assyrian schools taught little but their own brand of religion. Kurdish schools, thirty in number by 1930, included one intermediate, and one for girls. Annual grants were made to the schools of the minority communities and foreign missions; their standard, not least in European languages, was generally higher than in those of the State. About 8 per cent. of all Government revenues was at this time spent on education. Lionel Smith retired from the Advisership to Education in 1930, and was not replaced.

Greater sums than this were needed for the services of security: a fifth or more of Government income maintained the 'Iraq Army, and nearly a sixth the Police Force. Since the Levies, reduced to two battalions in 1928, were used decreasingly on operations, and the Royal Air Force, reduced from eight squadrons in the period 1922 to 1926 to four in 1930, was soon to be no longer available for internal operations, reliance must be on the Police and the 'Iraq Army; no pains, therefore, were spared to augment and improve these. The Royal 'Iraqi Air Force came into existence in 1930, with five light aircraft. The Army, to which Great Britain contributed a grant until 1932, was developed with the close guidance of a British Military Mission which, increased from six officers in 1921 to forty-six in 1930, was then reduced to twenty-six. It trained its own officers at military and staff colleges, and by the dispatch of selected men to Sandhurst or Quetta. Recruiting in the period 1926 to 1932 was voluntary, numbers sufficient, training and maintenance adequate, discipline good. The strength of the Army by 1932 approximated to two brigades. It was unfortunate that its most frequent operations, against Kurdish insurgents, were in

1s Longrigg G-4, 5 (ca. 1915-1940) MH1 Iraq MH1

same was true of Public Works and of Posts and Telegraphs. Tainsh after fifteen years as Director left the Railways, handing over to Ward who combined the post for three years with the Port Directorate. Wheatley left the Adviserships to Communications and Works early in 1937.

The relation of Yasin Pasha to the British Embassy, where Sir Archibald Clark Kerr had succeeded Humphrys in March 1935, were close and cordial. The Census Department was strengthened, that of Publicity represented a development of the old Press Bureau. The Courts, with their complement of British judges under the Agreement of 1930, were well maintained. The general desire for a more comprehensive educational system could be met only in part. Primary and secondary schools showed a limited development, with increased use of borrowed Egyptian teachers, and the beginning of book publication by the Ministry. Technical education, studied by visiting foreign experts, advanced little. The university project stood still. The Higher Teachers' Training College was reopened in 1935. A Directorate of Female Education was formed in 1934, but abolished next year. A Rural Teachers' College—a recommendation of the Monroe Report—was established in 1934 at Shaṭra on the Gharraf, and later moved to Rustumiya outside Baghdad. An Elementary Teachers' College for Women was opened at Diwaniya in 1934, but did not survive. The College of Pharmacy was founded in 1936. The schools of the minority communities and of the missions, Protestant, Catholic, and Jewish, flourished. The proposal for a public school on the British pattern was not yet realized, and a British adviser to the Minister of Education ceased to be employed. German teaching increased. School books in use became increasingly nationalist and xenophobe in tone. Military instruction was first given in the schools in 1935, and grew thereafter to be a popular feature of school life, with a developed Youth Movement in uniform.

Ancient sites of 'Iraq continued each winter to attract foreign archaeological missions. Valuable excavations were carried out by the representatives of university, museum, or other learned bodies, American, German, British, French, and Italian, from 1933 to 1939 at sites in northern 'Iraq—Gawra, Nineveh, Saydawa, and Khorsabad: in the Baghdad area, at Khafaja on the Diyalā, and at Seleucia: and in the centre and south at the Sumerian cities of Warqa and Larsa. A setback to this activity was caused, indeed, by the intervention in 1933 of the Shi'i Minister of Education, who produced a draft Antiquities Law calculated by its one-sided severities to discourage all future excavation; but under the Hashimi Ministry an improved draft was accepted, and work could proceed in reasonable conditions.

3: Clark S-5 (1950)1951 MH1 Iraq MH1

schools and that this demand is either inadequately met or not being met at all. 872

In Baghdad and the other large towns a number of primary school buildings have to be used on a double-shift basis because the demand for education exceeds existing school accommodation. In province after province the Directors of Education quote instances where children have had to be turned away from school because there is no room for them. In travelling through the majority of the provinces the writer met several sheikhs and other local notables who maintained that they were prepared to provide school premises if the Ministry of Education could supply the teaching staff.

So far as tribal education is concerned, the position remains generally as was described by the Monroe Commission. As an example, the Shammar tribe with a population of roughly 60,000 has no school of any kind.

The conclusion must be drawn, therefore, that although the numbers of primary schools and the children attending them have grown considerably during the last thirty years, and despite the fact that many children do not stay the whole course, quantitatively the existing public demand for primary education is not being met. It is now necessary to enquire to what extent the educational needs of the children and of the country are being met qualitatively.

THE EXTENT TO WHICH THE NEEDS ARE BEING MET QUALITATIVELY

An Impression of 150 Primary Schools. During the course of this investigation visits were paid to some 150 primary schools, to a smaller number of secondary schools and to most of the institutions of teacher training. It is never safe to judge the quality of any school by a brief acquaintance but, for what they are worth, the following impressions are noted.

In practically every school visited a noteworthy feature was the energy which the teachers, especially the younger ones, put into their work. They seem to teach incessantly and with little in the way of breaks. The women especially have a great sense of vocation, and are unsparing in their efforts on behalf of their pupils. In many of the girls' schools the teachers had adopted all sorts of devices to provide neat and tidy uniforms for their children. Practically all the teachers appear to spend more time marking and correcting exercises than do their colleagues in some of the western countries. These qualities were apparent throughout the provinces, and are particularly commendable in the villages, 872 875

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where many of the teachers maintain their educational faith despite the fact that they are by no means over-paid and have to live under poor domestic conditions with few amenities.

On the other hand, the general impression gained was that the curriculum of the primary school is seriously overloaded on the bookish and verbal side. This is confirmed by a glance at the official Programme of Studies for the primary schools:

Subject	Periods per week					
	1st Class	2nd Class	3rd Class	4th Class	5th Class	6th Class
Religion and Koran . .	4	4	3	3	2	2
Arabic	11	12	10	10	6	6
English	—	—	—	—	6	6
Arithmetic	6	6	6	6	5	5
Object lesson and hygiene	2	2	2	2	2	2
Geography and history	—	—	4	4	4	4
Morals and Civics . .	—	—	—	1	1	1
Drawing and handicraft	3	3	4	4	4	4
Physical education and singing	4	3	3	2	2	2

This programme, although it looks somewhat scholarly for young children is not, when one examines it in full detail as published by the Ministry of Education, illiberal. It does not, however, allow for much for experiment and flexibility in relation to the varying needs of growing children. The programme of studies is interpreted very literally and the method of learning is by class lectures and memorization. There is little in the way of active learning on the part of the pupils, and they do not appear to have opportunities of acquiring a sense of individual responsibility through the exercise of their own initiative.

One distinctive feature is the teaching of English by a very modern 'direct method' technique. But this, by its excellence, affords a striking contrast to the teaching of some of the other subjects. Although drawing and handicraft are included in the programme of studies, these subjects are mainly limited to copying designs or simple models, and the pupils gain very little experience in the use of tools.

It would obviously be unfair, after fleeting visits to a number of schools, to venture criticism of this kind, were it not for the fact that stronger objections to the over-academic conduct of most

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of the primary schools are sometimes made both by officers of the Ministry of Education and by the teachers themselves. The result seems to be a vicious circle, however, because while the teachers blame the centrally imposed programme of studies, the officers of the Ministry maintain that it is not the programme but the narrow interpretation of it by the teachers which is the trouble.

Reasons for the Existing Quality of Primary Schooling. Although there is much to praise in the conscientiousness and zeal of the primary school teachers, and a good deal to be said against the existing overloaded, excessively oral and bookish curriculum, such deficiencies as exist in the quality of primary schooling are understandable when one recalls the very rapid growth of primary education in Iraq from such limited beginnings over a short period.

With such rapid expansion one of the main tasks of the Ministry of Education has had to be that of providing the maximum number of teachers in the minimum of time. And, necessary though this rapid production of more or less trained teachers has been, the consequent training devices have not been calculated to produce the best teachers.

It is estimated that the output of teachers from training institutions during the present year will be 754 men and women. This represents a considerable achievement and, numerically, is one of which the Ministry of Education has reason to be proud. Enquiry into the educational background of these trainees, however, reveals that nearly half of them did not have the advantage of a full secondary education before they entered training institutions. The majority of those who did complete their secondary education before they took up training are simply undergoing an attenuated one-year training course attached to a secondary school. It will be appreciated, therefore, that much needs to be done both in ensuring a sounder educational background for teacher trainees and in providing a longer period of really professional training before the schools can be served by teachers of the quality they need.

It is perhaps not within the scope of this study to evaluate teacher training methods in Iraq in any detail. Yet there are still other inadequacies which need to be met if the quality of primary education is to be improved along the right lines. This applies especially to subjects such as handicraft and to the proper training of teachers for rural schools. With one or two exceptions, little in the way of vigorous and realistic handicraft is practised in the teacher training institutions.

There have been rural teacher training colleges, but these have had a chequered history and the two that still continue have little

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875 in the way of land for practical agriculture and very limited facilities for the actual practice of handicrafts. The type of village school envisaged by the Monroe Commission, and which is so badly needed in rural Iraq, is never likely to materialize until teacher training is directed to turning out the right type of teacher for such schools.

872 In concluding these observations upon the extent to which the educational needs of the children of Iraq are being met in the existing primary schools system, therefore, it is fair to say that although great quantitative progress has been achieved during the last thirty years, existing needs are not being adequately met. Further, public pressure for primary education exceeds existing provision. Qualitatively, advance is desirable in the direction of a more realistic curriculum, especially in the rural areas. The time is undoubtedly ripe for a vigorous policy of educational advance. Such an advance, however, is bound up with problems related to the economic, political and social life of the country. It is these which must now be considered.

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allowed a greater choice of textbooks than those prescribed in the official programme of studies. It is to be hoped that they will use their freedom to encourage the use of more colourful books for, although some of the textbooks prescribed by the central body are illustrated, most of them are devoid of colour.

These schools are bound to spread their influence to others, especially if some of the assistant teachers are prepared to leave the capital city and provincial centres for a time and are promoted to headships in some of the more remote schools.

The Kindergarten Movement. Side by side with this practice of livelier and more modern techniques in this limited minority of primary schools is the growth of a small but steadily extending kindergarten movement. One of these schools is attached to the primary teachers' training college for girls in Baghdad, and affords the teacher trainees the opportunity of seeing in a practical and vivid fashion the pursuit of modern educational methods in a way which they would never derive from the books they use. Others have been established in the large towns and provincial capitals, mainly through local effort and self-help.

These kindergarten schools are perhaps the liveliest and happiest educational institutions in Iraq. Generally they are in well-designed buildings which have been furnished carefully and pleasantly. Teaching aids, apparatus and wall illustrations are sometimes the best that could be found in any kindergarten school, even in countries whose educational systems are much older and supported by more public money. Fortunately also the teachers in such schools have considerable freedom to work in accordance with a curriculum based not on prescribed syllabuses but upon the observed needs of young children.

In the opinion of the writer the kindergarten movement is one of the most hopeful indications of real educational advance in Iraq. If the spirit and methods of these schools could be gradually embodied in the life of the primary schools and the primary schools left with a greater degree of freedom, there is a probability that this would be the beginning of a most wholesome revolution in educational method throughout the country.

A few of the primary schools have, indeed, within the limits of the prescribed syllabuses that they must follow, tried to embody some of the activity methods of the kindergarten school into their lower forms. Some attempt free drawing as apart from the almost universal copy drawing. Others not only have school magazines but encourage the pupils to edit them and contribute to them. That it is not easy, however, to persuade the teacher that education is something for its own sake and not merely an avenue to

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The starting of these agricultural primary schools is, in itself, of considerable significance because it does show that, after an over-long attachment to a bookish syllabus, the Ministry of Education is becoming alive to the need for the sort of village school which is so badly needed in Iraq but which has been so slow to develop. If, by improved training methods for rural teachers, together with more generous provision for practical subjects, buildings and equipment, these schools could be adequately staffed and equipped, they would probably serve as a model for the village school of the future. At present, although they have made a good beginning, they are in an experimental stage, and it is unfortunate that this important venture should have to be tried out under such hampering conditions. It is to be hoped that failure to make the necessary provision in the way of agricultural staff and equipment will not cause these hopefully experimental village schools to revert to the restricted and less realistic pursuits of the conventional Iraqi rural school.

These experimental agricultural schools are, in the opinion of the writer, so important for the future that the Ministry of Education would be well advised, as an urgent measure, to assist them in three ways. Firstly, an attempt should be made to secure the services of an experienced teacher-cum-agriculturalist who would be Adviser in Rural Education and take a special interest in these schools, particularly with a view to assisting them to integrate agricultural subjects with the rest of the school activities and not simply regard agriculture as 'an extra'. Secondly, even if this means a minor economy in another direction, these schools should be liberally provided with equipment so that they do not, through inanition, wither back to their bookish ways. Finally, opportunity should be given to the heads and agricultural teachers in these schools to meet their colleagues from other schools, so that they may learn from one another's successes and failures. In several of these agricultural primary schools the teachers exhibit commendable keenness, but are still groping their way without the material help and advice which they need.

Courses for Serving Teachers. Another sign of educational advance is the preparedness of serving teachers to attend professional courses. Still more encouraging is the obvious value they have derived from the courses which it has been possible to organize for them. A few years ago, with a view to promoting the teaching of English in a livelier way, some enthusiastic officers of the Ministry of Education organized regional residential courses in this subject. It is understood that the response of the teachers was excellent. More important, the improved methods of oral English

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875 teaching which are now appearing in the top classes of the primary schools suggest that the Iraqi teacher is by no means rigidly conservative in method, and is quick to apply new techniques when his eyes have been opened to them.

During the last year or two, however, possibly because of the need to find money to cope with the additional numbers of children who are presenting themselves for admission into primary schools, it has apparently been difficult to finance courses for teachers. It is to be hoped that the time will soon come when it is possible to organize courses for serving teachers, not only in specific subjects, but also of a more general nature. The necessarily brief and restricted training which has had to be provided for many of the teachers in the past means that the educational horizons of some of the serving teachers are not as broad as they might well be. If it is still felt that the cost of many residential courses of a general nature cannot yet be met, consideration might be given to the possibility of taking short courses to the teachers themselves in the teachers' clubs which exist up and down the country.

THE ADVANCE OF EDUCATIONAL INITIATIVE IN THE PROVINCES

871 64: In addition to these evidences of advance in the schools and among the teachers, there are also signs of certain trends in the provinces which, as will be seen later, may be highly significant as aids to the ultimate implementation of plans for the promotion of compulsory education.

The Beginnings of Local Educational Administration. Until very recently, the impetus for educational development in Iraq has, as already pointed out, come from the centre. The Ministry of Education has not only supervised the national system but has also provided most of the schools and most of the money. It has also taken the administrative initiative. There are now indications, even in the remoter provinces, that the people are wanting to have their share in educational development. If these trends, as some of the people in the provinces maintain, are real evidence of the beginnings of a public concern about education they are, indeed, most important.

One hopeful sign is that, despite their very limited powers and the fact that certain of the Provincial Directors of Education are afraid to take any initiative without previous sanction from the Ministry of Education, some of the Directors are exhibiting considerable energy and initiative in promoting local educational advance. In some of the provinces the Directors complain about

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will be necessary to consider improved arrangements for the housing of teachers, especially in the rural areas. Because of the limited housing facilities in many of the villages, the majority of the teachers in the rural areas live under most unsatisfactory domestic conditions. Some live in the staff-rooms or school store. Others dwell in improvized buildings which are inadequate both for their personal needs and the status they should occupy in local society. It is because of circumstances of this kind that some of the teachers who work in the villages feel that they are undertaking penance, from which they will only escape when they can secure transfer to a town.

IMPROVING THE QUALITY OF PRIMARY SCHOOLING

The Corporate Life of the Primary School. Apart from some of the more established town schools where staffs have served in the same school for a number of years, many of the schools seem to lack that corporate life which is essential to the success of any school community. This is partly due to the fact that, because of unsatisfactory living conditions outside the larger centres of population, many teachers stay in the rural schools for only very short periods. They hardly get to know their pupils as individuals and do not stay long enough to assimilate the life of the surrounding community or to influence it. These conditions, when remedied by the provision of teachers' houses, possibly accompanied by 'rural teachers' allowances', will do much to improve the quality of the school as a community.

Greater Freedom for Teachers. As the teaching profession becomes better trained and housed, it is to be expected that they will be allowed greater freedom in the preparation of their own programmes of study and activity. Complaints are frequently made that, because the existing programmes of study are centrally prepared and prescribed, they restrict the freedom of the teachers. This is only partly true because, although the primary school programme is overloaded and does not provide for sufficient differentiation either as between urban and rural schools or as between the sexes, it is not perhaps so illiberal in conception as some of those who interpret it.

Nevertheless, it is to be hoped that the time will come when, with a better qualified primary school teaching cadre, it will be possible for the Ministry of Education to abandon centrally prescribed syllabuses in favour of something in the way of 'A Programme of Suggestions for Teachers'. If such a programme

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were issued and each school required to produce its own schemes of work based generally on the suggestions, this would help to promote school programmes more related to the needs of the schools in their local environment. Such an arrangement would throw greater responsibility on the teachers themselves and would promote greater educational thought and experiment in place of the all-too rigid adherence to existing syllabuses.

If the Ministry of Education feel that they cannot go so far in granting freedom to the schools to prepare their own schemes of work, an approach to greater local freedom in this direction would be achieved if the task of preparing programmes could be delegated to a committee of teachers in each province who would prepare provincial programmes of study for approval by the Ministry.

Courses for Serving Teachers. Whether or not arrangements can be made for teachers to get together to prepare provincial programmes of study, there is a great need for continuous provision of courses for serving teachers. This applies more particularly to the rural teachers, many of whom live in conditions of great isolation and need that stimulus to thought and those wider professional contacts that they cannot have in their immediate locality.

AN APPROACH TO A NEW STRUCTURE OF PRIMARY EDUCATION

Two Stages of Schooling for All. As the quality of the teachers and an accompanying greater degree of freedom grow, it is probable that it will be found that the existing structure of primary education, namely six years of schooling for all in one school, does not meet all the educational needs of the children. At the present time the primary schools, with their great variation in age groups, are trying to perform two functions. They both initiate young children into the business of schooling and, because most of the pupils leave at an early age and undergo no period of secondary education, are also expected to give the older pupils some preparation for adult life. This is certainly the intention of the agricultural primary schools which some educators hope will become the model of the village school of the future.

It is not really possible to undertake both tasks in the one school. It is suggested, therefore, that the Ministry of Education and the proposed National Council of Education should begin to give some thought to a future alteration of the structure of primary education on the following lines:

(1) The first stage of education should last six years and, especially in the lower classes, should continue the activity techniques

6:Ireland S-5 (no date)1937 MH1 Iraq MH1

658 238 students, to fifteen with 1863 students. Nor has the increase
871 in schools been attended by a decrease in the quantity or
[875] quality of the teachers, although they are admittedly still inadequate in numbers and in training. The return of 'Iraqī students sent abroad at the expense of the Government in lieu of setting up its own Higher Educational Institutions has brought fresh blood, progressive ideas and new standards to Education to an extent not equalled by any other Ministry. Careful efforts have also been made, particularly in recent years, to adapt Western methods to 'Iraq instead of blindly adopting them. In this respect, the educational system in vogue in present-day Turkey has been looked to as furnishing a model.

871 Notwithstanding these praiseworthy achievements, concern has been expressed both by 'Iraqīs and by others lest various tendencies, now observable in the educational system, mar the work of the Ministry. Such trends seem to be: the extension of the number of schools without maintaining their grade or the standard of work required by them; the failure of the Ministry to dissociate itself entirely from political struggles and controversies; and the acquisition by students of the view that education is vocational rather than cultural in aim and that government positions should be the reward of their school certificates. On the ability of the educational system to free itself from these handicaps, either by the wise direction of educational affairs on the part of those in authority or by the growth of a new attitude on the part of the people themselves, will depend much of the continued progress of 'Iraq.

744 In other fields, a health service has been in existence since
759 the British Occupation, a Medical School has been created at Baghdad, plague and cholera checked and sanitary regulations for the corpse traffic to the Holy Cities imposed. On the other hand, the Medical School has been unable to provide sufficient highly trained graduates with a willingness to take posts in out-
[758] lying districts. Medical centres are unable to reach but a small
164 portion of the total population. Malaria, tuberculosis and eye dis-

7: International Bank N, S-4 (1951) 1952 MH1 Iraq MH1

871 In India, where conditions are not dissimilar, a program for the gradual introduction of compulsory primary education has been approved. The only real question relates to the speed with which the objective should be accomplished. The Mission believes that a phased program covering a period of about 15 years may be feasible for Iraq. During the first five years of this period it would be necessary to establish and open the additional training colleges required for teachers, build the needed elementary schools and make all the essential administrative and organizational preparations. At the same time a comprehensive campaign to enlist public support of the objective would have to be launched and a careful survey made to determine the facilities needed in each locality and the order of priority in the introduction of compulsory education. The ensuing 10-year period would then be used for the progressive application of the principle of compulsory education.

875 It is estimated that from 18,000 to 20,000 new teachers will be required for this program. Urgent attention would therefore have to be given in the next three years to the establishment of new training colleges, probably one in each province, to insure that the first group of new teachers would be available by 1956. It is vitally important that competent young men and women imbued with enthusiasm and a sense of mission be attracted to the teaching profession. The local teacher should be equipped to work among adults as well as children and capable of becoming a leader in the community. The status and dignity of the teaching profession should therefore be raised and adequate provision made for teachers' compensation, as well as their housing, health and general welfare.

872 The number of schools will have to be greatly expanded. Moreover, many of the schools are now ill-housed and ill-equipped and will therefore need to be replaced. Many others are in inadequate rented structures. It is noted that the Development Board has already set aside almost four million dinars for school construction in its five-year program. The basis for this figure is not known to the Mission, but, since a considerable part of the program is evidently intended for the replacement of old and rented buildings, it is likely to fall somewhat short of the requirements set by

7: International Bank N, S-4 (1951) 1952 MH1 Iraq MH1

stock and the use of tools. Crafts should emphasize the best use of cheap local materials in weaving and rug making, woodwork, simple building operations and the like. Urban schools might stress such crafts as leather work, woodwork, bookbinding and printing, brick-making, textiles, etc. For girls, lessons might be provided in sewing, cooking and other domestic pursuits. For all pupils, visits to hospitals, industrial plants, demonstration farms and the like would prove a useful supplement to training acquired at school.

As already indicated, health and hygiene should be given a more important place in the curriculum. Children could not only be taught useful facts regarding the causes and methods of treatment of endemic diseases like bilharzia, hookworm, malaria and eye infections, but could be persuaded to do something about them by helping to eliminate stagnant pools and showing others how to avoid water pollution. Similarly they could learn something about the qualities of different foods, the importance of personal hygiene and the value of cleanliness in the home.

In this type of educational program it would be desirable to enlist the cooperation of officials dealing with health, agriculture and local government problems. Through the children, more effective contacts with the parents would be established. Parents would learn to appreciate the practical value of education to their children and themselves, and a better link between school and community would be forged.

The inauguration of a revised curriculum and better teaching methods will require a prior reorientation of the training given to teachers. The curricula of Training Colleges should be recast radically in order to reduce the present excessive number of subjects and to bring the training nearer to the realistic conditions of the rural or urban areas for which the teachers are being trained. Colleges for training rural teachers should be located in rural areas where students can study rural problems and can actively participate in rural community life. Every Training College should have a demonstration school in which it should have the latitude to work out new teaching methods. At present such Colleges tend to be omnibus educational institutions which give too little time to the professional training of teachers.

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Requirements for Teachers

●875 The Mission has estimated, as will be indicated in detail later, that about 18,750 additional teachers will be required for the introduction of compulsory primary education. If it is proposed to bring all children of school age into school within 10 years, an average annual output of approximately 1,800 additional teachers would be necessary. In view of the many administrative, social and economic difficulties which are to be expected, it may be necessary to accept an annual target of about 1,500 new teachers. In any event, prompt measures must be taken to establish new teachers' training colleges. The following tentative time schedule is suggested in this connection on the assumption that the average period of training for primary school teachers—with perhaps somewhat higher academic qualifications for admission than those prescribed at present—will be about three years.

1952 —Preparation of plans for the opening of new training colleges so as to insure the requisite number of teachers.

1953-1954—Opening of additional training colleges which may take two years. (In view of the fact that most of the existing institutions are overcrowded, it would be inadvisable to increase admissions in them.)

1956 —The first group of trainees will complete its training.

1957 —The full annual quota of additional teachers will become available for the opening of new schools.

During these five years, 1953-57, compulsory attendance should be introduced in some suitable localities with the help of the teachers being trained in the existing colleges and the first group of new trainees under this scheme. This period should also be utilized, as suggested in the preceding paragraphs, for survey work and for preparation of public opinion, as well as for getting underway a systematic program of school construction. The bulk of the plan can then be put into effect during the next 10 years, i.e., 1958-67, with the determined object of bringing almost all children of school age into school. Even then it is likely that there will be many children in remote and comparatively inaccessible areas and scattered nomadic groups for whom schooling may not have been arranged by that time. The next five years, 1968-72, should therefore be utilized for taking education to such children, for tying up loose ends, for checking and assessing results

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and generally making sure that educational provision of a reasonably good quality is available to every child in the country. By 1970 the program should thus be fully and adequately implemented.

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Quality of Teacher Training

As more teachers are trained, the quality of their professional education also needs to be raised. In many respects their training is now deficient:

The present size of most of the training colleges appears to be too big to allow for adequate personal contact between the teachers and students or to make satisfactory arrangements for teaching practice possible. The proper concept of a training college is that of a small, well-knit social community, living, learning and working together. This is difficult to achieve when several hundred teachers are being trained in a single, overcrowded institution. A reduction of numbers is, therefore, desirable in the case of the bigger colleges and should be gradually brought about.

The members of the staff of the training colleges have often lacked not only the requisite technical skill but the personal qualities necessary to inspire young teachers. Unless each teacher goes out of the college with a real sense of mission, he will not be able to play his part in the proposed educational transformation.

At present the colleges have to give too much attention to general education at the expense of professional education. As soon as the Iraq University begins to function and its Arts and Science Colleges are properly organized, institutions like the Higher Teachers' Training College and the Queen Alia College should become centers of professional education for teachers. The possibility of a similar change should be explored in the case of primary training colleges which are also at present providing partly secondary and partly professional education.

The courses prescribed in these colleges are too crowded and miscellaneous. They are not related closely enough to the real teaching problems and situations in rural and urban areas, nor are the methods and techniques of teaching irradiated by modern and progressive educational ideas. The whole problem of making the courses and methods more dynamic and realistic should be examined by a competent committee.

Except in one or two institutions, practical work and crafts are conspicuous by their absence. Even the members of the staff do not recognize clearly enough that no far-reaching

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change can be brought about in the schools unless a place of honor is given to hand work and crafts in the education of teachers. The committee suggested in the preceding paragraph should examine this problem also.

No training college has a "Demonstration School," in the real sense of the word, attached to it. The practicing schools of the colleges are dull and uninspiring and do not generally differ from the routine of ordinary primary or secondary schools. They enjoy no special freedom and apparently have no special facilities to work out new techniques or to pioneer in curriculum or organization. This is a very serious defect which should be remedied as early as possible.

There are only a few rural training colleges, established with the laudable idea of educating teachers in a rural milieu and with special reference to rural needs and problems. But they do not appear so far to have been given a real opportunity to prove themselves, and the conditions necessary for their success—material as well as those relating to personnel—have not been satisfied. Given a fair chance, these institutions can play an important role in the reorientation of teachers' education.

A determined effort to overcome these defects of the training colleges should be made. It is necessary to recast their curricula radically, to reduce the overcrowding of subjects, to simplify the syllabus, to find proper place in it for practical and productive work and to bring the whole training nearer to the realistic conditions of the rural or urban areas for which teachers are being trained. All the rural training colleges—whether existing or to be established—should, in the first instance, be located in rural areas, should work under rural conditions and should study rural problems. They should develop as leadership centers for the reconstruction of the neighboring community life. Their extension work should spread into the neighboring villages and they should take the lead in working out methods and contents of education suited to village schools. Such things have been done, with varying degrees of success, in other countries and there is no reason why they should not be attempted in Iraq.

It is also important to develop a spirit of self-help and resourcefulness in the teachers under training. At present they rely for almost everything on government help and finances. A community of several hundred teachers, all resident in hostels, should have enough talent and productive capacity to work out practical

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projects in agriculture, craft work, social service and methods of self-help in meeting many needs for which the government may not provide. In one training college there was evidence of such an approach; teachers had constructed temporary shelters for their needs and were actually using them for residence, for doing practical work and as dining rooms. There is need to make this kind of work a normal feature of training colleges, for it is only teachers who are resourceful and handy with tools and willing to face problems as they arise who will be able to build up the kind of schools envisaged and provide educational leadership in villages.

Attractiveness of the Teaching Profession

The government will have to consider seriously whether an adequate number of properly qualified people will be attracted to the teaching profession on the basis of the present salaries and prospects. This question is, undoubtedly, linked up with the grades and salaries offered in other government departments and services but there are some special factors which must be taken into account. Education is, in a very real sense, an essential social service. If the state is anxious to secure a large and contented personnel for its schemes of expansion, it must offer salaries and other conditions of service which will attract promising and suitable young men and women to the teaching profession and not the "left-overs" of other departments or those who have no other recourse open to them. Moreover, teachers do not have the same opportunity as many other civil servants of obtaining special privileges or income in addition to their salaries. In the coming years—with schemes of compulsion and adult education, teaching of crafts and the like in the offing—they will have to bear additional and exacting responsibilities. Teachers must have enough not only to meet their material needs—food, clothing, medical care and tolerable housing accommodations—but also to educate their children and leave some margin to lead a cultured life in which books and magazines play an important part. There is, apparently, considerable discontent among teachers of all grades with their present financial position. However, teachers' salaries and grades were recently revised, and it has been stated that they now compare somewhat favorably with corresponding posts in other departments. The Mission is not, however, in a position to judge whethe

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875 this meets the needs of the situation fully and would strongly recommend a careful and sympathetic examination of the whole problem in the light of existing conditions. Such an examination should include also the question of providing housing accommodation for teachers, particularly women teachers, in villages.

The question is not, however, merely one of salaries but rather of raising the whole dignity and status of the profession. [554] In Iraq teachers do not, as a whole, apparently suffer from a sense of social inferiority as is the case in some other countries. This is good but not good enough. It is necessary to insure for them a position of honor and prestige and to accord conspicuous recognition to any meritorious work done by them. The government should endeavor to have the public realize the basic value of their work as nation builders.

School Construction and Equipment

346 872 Whether or not there is an immediate extension of primary education, school construction has to be tackled urgently. The number of schools is inadequate even for existing needs and they are ill-planned and overcrowded. About 40 percent of the schools are said to be housed in rented buildings, which are generally poorly constructed and lighted. Many of the government buildings and those built out of public subscriptions are only a little better. Almost all of the schools, whether government or rented, have now become too small for the number of students enrolled, and the introduction of the compulsory principle will bring a large further increase in enrollment. It will, therefore, be necessary to undertake without delay a carefully planned and large-scale program involving the construction of new school buildings and the improvement and extension of existing buildings.

Much of the new building will have to take place in rural areas. The Ministry should, therefore, arrange for a competent study of the problem of village school buildings—in which teachers, builders and the school architect will all be associated—in order to prepare two or three types of plans suited to different climatic regions. The buildings can be economical without being ugly or cramped or deprived of proper lighting and ventilation, and should reflect local traditions and utilize local materials. It would be a

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almost certainly increase costs. As the Plan goes into operation, the cost may also tend to rise for other reasons—because the number of children will increase with the growth in population during the next two decades, and because the provision of a better type of education, with a more practical orientation, and the strengthening of the inspection agency will mean a somewhat higher per capita cost. The organization of schools into community centers as recommended elsewhere will also affect the question of cost. On the other hand, it is likely that, during the stipulated period, perhaps 10 percent of all the children may escape schooling, which will lower its cost correspondingly. In this approximate estimate, it is not necessary to allow for these factors, because it is expected that the increase, if any, will be met by the normal expansion of the national budget. Table I in the appendix gives a breakdown, year by year, of the number of children to be admitted and the cost to be incurred on their schooling. This table envisages the extension of compulsory education to 562,500 children in 13 years, and the annual cost has been worked out on the assumption that 22,500 children, on the average, will be brought into school every year. If the scheme is put into operation in 1956, when the first group of trained teachers will become available, then during the one year that will fall within the next budget quinquennium, 1952-53 to 1956-57, the additional expenditure to be incurred will be ID 180,000. In the following 10 years, the total expenditure to be incurred for compulsory primary education will be about ID 21,600,000 or an average annual expenditure of ID 2,160,000.

Cost of Training Additional Teachers

The total number of additional teachers required for introducing universal, compulsory education has been estimated in Clark's Report at 15,000. The Ten Year Plan Committee, which aimed at bringing 50 percent of the children into school in 10 years, puts the figure at 8,000, allowing for the normal wastage due to superannuation, etc. Both these figures appear to be an underestimate. In calculating the cost of universal, compulsory education the Mission has aimed at putting 562,500 children in school in 1968. If the average number of children per teacher is put at 30, this means that 18,750 additional teachers will be required for the purpose, and provision will consequently have to

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875 be made for their training.[2] The annual cost of training per teacher is estimated by the Ministry of Education to be about ID 70. If the average period of training is taken to be three years, as is likely to be the case in the future pattern of teacher training, the cost of training per teacher would be a little over ID 200. Table II in the appendix shows the number of teachers under training each year from 1953 to 1967 and the expenditure to be incurred every year over the project. From these figures it will be seen that the cost of the scheme during the next five budget years (1952-53 to 1956-57) will be about ID 737,500. Total cost until 1967, spread over 13 years, will be a little below ID 4,000,000 which means an average annual expenditure of about ID 300,000. It may be pointed out that, after this period, when the full quota of trained teachers is available, the annual expenditure on this item will be considerably reduced as provision will have to be made only for training the number of teachers required for normal replacement.

Cost of School Buildings

346 872 The problem of the construction of school buildings was surveyed recently by the Special Committee on School Buildings appointed under Ministerial Order No. 36314 of December 7, 1950. After consulting experts, the Committee drew up a program for the construction and improvement of schools and other educational buildings at a total estimated cost of approximately ID 8,110,000. The Mission was not able to ascertain definitely the premises on which this estimate was based. The Development Board has made a provision of ID 3,800,000 for school construction in its program for 1951-52 to 1955-56. The Mission suggests that the adequacy of this allocation as well as the total amount which would need to be spent over the next 10 years be carefully reviewed. In this review the Committee's estimate should be carefully checked, particularly to determine whether it took fully into account the needs arising out of the introduction of compulsory education as well as requirements for replacing old or

[2] If the basis of calculation were 35 children per teacher, the total number of teachers required would be about 16,000. But as the Ministry of Education has itself wisely adopted the ratio of one teacher to 30 children, the Mission accepted that as the basis for calculations.

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TABLE II

Projected Student Enrollment in Teachers' Training Colleges: 1953-1957

(in thousands)

Class	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966	1967
I	.75	1.50	1.50	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	....	....
II	....	.75	1.50	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	....
III	....	....	.75	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5
Total	.75	2.25	3.75	4.5	4.5	4.5	4.5	4.5	4.5	4.5	4.5	4.5	4.5	3.0	1.5
Cost in thousand dinars	52.50	157.50	262.50	315.0	315.0	315.0	315.0	315.0	315.0	315.0	315.0	315.0	315.0	210.0	105.0

Notes: 1. The period of training is taken as three years.
2. The average annual cost per student at a teachers' training college has been assumed to be ID 70.